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ABSTRACT

The use of local lay advisory councils has been an effective method of involving citizens in the school program and an effective bridge between the community and the school. Topics in this publication cover: (1) Benefits of a Citizens Advisory Council, which discusses the benefits for learners, school board members, teachers, administrators, council members, parents, the school, and the community, (2) Basic Questions in Organizing a Citizens Advisory Committee, which discusses the naming, sponsoring, legality, and selecting of council members, (3) Basic Questions in Developing a Citizens Advisory Council, which discusses the internal workings of the council, including officers, bylaws, responsibilities, and policies, and becoming informed and involved in education, and (4) Basic Questions Concerning Functions of a Citizens Advisory Council, which describes the functions of the council, how these functions are accomplished, and delineates some functions found that are detrimental to council success. Sample charter, operational guidelines, bylaws, member selection forms, and self-evaluation form are appended, and a bibliography is included. (SB)

ADVISORY COUNCILS FOR EDUCATION

A HANDBOOK

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and

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This publication encompasses, includes and expands on the contents in the out-of-print publication by H. M. Hamlin entitled *Citizens Participation in Local Policy Making for Education*

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ADVISORY COUNCILS FOR EDUCATION

A HANDBOOK

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The Illinois Citizens Education Council recommends the procedure for forming a citizens advisory council described herein.

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CHAPTER 1

THE SITUATION

In early colonial times, the board of education had to build the schoolhouse, order the chalk, solicit the taxes, make seasonal repairs and hire the teacher. The teacher also had a multitude of responsibilities and jobs. He had to feed fuel to the stove, know all the answers for every subject, police the playground, sweep the floors, dry tears, and direct the Christmas program. In colonial days, the process, product, problems, and profits of education were everyone's concern.

The school system of today is much different. The number of students has increased. The quantity and quality of educational services have increased. To accommodate the increase in students and services and to upgrade the effectiveness and efficiency of the educational services, specialists were employed. New staff members with highly specialized skills for highly specialized job functions became necessary.

Our modern-day efforts to increase and extend our educational offerings have produced a chasm, a chasm between the school and community. No longer do the parents, pupils and school all share a common concept of the process, products, problems, and profits of local educational efforts.

The remedy does not lie in a reversal of educational developments. Our society is too large and too complex to return to the red, one-room community schoolhouse. Both the public demands on, and the techniques of, educational programs necessitate the modern school concept. The answer lies then in identifying new and different ways of bridging the school-community chasm.

Two general approaches exist to bridging a school-community chasm. One is for the school administration to "sell" the school to the public. Such an approach utilizes many of the more common advertising and public relations techniques. The other approach is through "involvement". This approach provides for activities whereby parents and lay citizens can "take part" or become involved in the planning, developing, executing, and evaluating of the local educational effort.

During the past few years, the use of local lay advisory councils or committees has shown itself to be an effective method of involving citizens in the school program. Citizens advisory councils allow the public to know and take part in the education of their children. Citizens advisory councils allow the public to take an active part in the determination of priorities and policies within their local schools. Citizens advisory councils have shown themselves to be an effective bridge between the community and the school.

School administrators from all levels of education, i.e., primary, secondary, and postsecondary, are realizing the benefits of a well-organized and functioning citizens advisory council. Boards of education are also beginning to realize how citizens advisory councils can help them make better use of time and resources.

CHAPTER 2

BENEFITS OF A CITIZENS ADVISORY COUNCIL

"You can't buy what a volunteer gives."--
James E. Allen, Jr., Former United States
Commissioner of Education

The benefit of any educational effort must ultimately accrue to the learner. The benefits of a citizens advisory council accrue to the learner as well as to teachers, administrators, council members, parents, school and community. Let's look at these benefits more closely.

LEARNER BENEFITS: Expanded and improved options, increased relevance, increased recognition, safety, and service

A citizens advisory council aids in expanding and improving the options available to the learner. Community needs and desires are sensed by a council via surveys and personal contacts. Needs for classes in adult basic education are met. Desires for expanded offerings in art in the elementary school are satisfied. Opportunities for community-wide physical recreation are provided in the evenings. The needs for vocational and technical education are sensed. Student desires for classes in folk guitar or motorcycle tuneup are provided. Such options are benefits to all concerned.

The relevance of courses is greatly enriched via the involvement of advisory councils. Granted, the content of most of the academic elementary and high school courses are specified to considerable extent. The content of extramural, occupational, and adult courses, however, can be enhanced by a special subcommittee working in cooperation with the class instructor.

Recognition of outstanding learner performance is another benefit. Advisory councils recognize benefits through presentations at parents' nights, banquets, civic and fraternal gatherings, in the mass media, and through personal contacts.

Many pupils and students have benefited through improved safety practices. Advisory councils serve extremely well in designing and recommending programs of safety relating to traffic crossings, fire precautions, building codes, child molesters, and others. Such involvement usually creates opportunities for individuals to serve as volunteer aids in conducting safety programs.

Advising is the main function of a citizens advisory council. Many councils, however, provide invaluable learner services. These

include the development of student handbooks, scheduling student transportation for remote sporting events, field trips, and others.

SCHOOL BOARD, TEACHER, AND ADMINISTRATOR BENEFITS:
Advice and assistance

Solicited and freely given advice is the primary major benefit of a citizens advisory council. Assistance is the second major benefit. The following is a partial list of actual activities conducted by citizens advisory councils. It will relate how the benefits of an advisory council are rendered to learners, council members, parents, school and community through a school's administrative and instructional staffs.

1. Advise regarding the existing philosophy of the school.
2. Advise regarding existing school policy.
3. Advise regarding existing and new school rules and regulations.
4. Advise regarding alternatives for resolving certain community needs.
5. Advise regarding curriculum offerings.
6. Advise regarding new educational programs planned.
7. Advise regarding new facilities to be constructed.
8. Advise regarding new equipment to be obtained.
9. Advise regarding financial considerations.
10. Advise regarding possible methods of resolving school-community differences.
11. Advise regarding safety programs.
12. Advise regarding pupil personnel services.
13. Advise regarding extracurricular activities.
14. Advise regarding course content.
15. Advise regarding content of parent handbooks.
16. Assist in identifying existing and emerging community needs.
17. Assist in developing new instructional programs.
18. Assist in improving school-community relations.
19. Assist in communicating ideas from the community to school board, and to administrative and instructional staffs.
20. Assist by serving as a filter for complaints directed to the board of education.
21. Assist in the communication process related to bond referendums.
22. Assist by conducting continuous school evaluations.
23. Assist in determining bussing routes.
24. Assist in conduct of safety programs and safety studies.
25. Assist in promoting voter participation in school board elections.
26. Assist in conducting "open house" and recognition events.
27. Assist in obtaining instructional resources (talent, equipment, audio visuals).

COUNCIL MEMBER BENEFITS: Involvement, status, and vehicle for service

Many persons fail to realize that the council members themselves receive benefits from serving on a citizens advisory council. One of these benefits is the opportunity to become involved in local educational efforts. Many people want to be a part of education. The problems, products, profits, and processes of education are of interest to lay citizens. A person need not be an educator or a parent to value such participation.

Community status is a very important outcome of advisory council membership. The individual member is held in high regard by his peers, and subsequently is often considered as a leader by those he unofficially represents. As a result of serving on an advisory council, many individual members have developed their leadership abilities and have become "spark plugs" in noneducational settings. Many former advisory council members eventually become members of a board of education.

Many citizens advisory council members see their membership as a means of being of service to youth, to learners of all ages, and to the community as a whole. This opportunity to serve on an advisory council allows members to be of service to their fellow man, their community, and their nation.

PARENTS, SCHOOL, AND COMMUNITY: Fulfilled needs, public relations, and service

Via an advisory council, community needs may become resolved. Human desires and needs for worth, acceptance, and involvement are satisified. This is not to say that a citizens advisory council can solve all the problems of society. The belief is that self-help is one of the keys to insuring a better life for everyone.

Via public relations, the chasm between school and community can be bridged. Because of the activities of a well-organized citizens advisory council, communications, education, involvement, recognition, and awareness are established. Both the school and the community benefit from improved mutual understandings.

Again, advisement is the major function of an advisory council. Service activities, though, prove to be of value. Service activities include advice regarding the content of handbooks for new parents in the district, encouraging voter turnout for school board elections, and involvement of additional lay citizens in subcommittees.

Benefits of a well-organized and well-developed citizens advisory council accrue to everyone. A "poor" advisory council can have the opposite effect. The following chapters discuss how a well-organized and well-developed advisory council can be realized.

CHAPTER 3

BASIC QUESTIONS IN ORGANIZING A CITIZENS ADVISORY COUNCIL

"There is probably no such thing as citizen apathy regarding the schools; there is only lack of good ways for them to participate in school affairs."--

Herbert M. Hamlin

Since the turn of the century, experience with advisory councils has been extensive. Certain guiding principles have evolved from this experience. The following questions are based on these principles. Local variations exist in attempting to implement these principles, but these are minor.

1. *What name should be given to a lay advisory group?*

There are variations in nomenclature which do not seem to affect the functioning of such groups. The most acceptable name appears to be "citizens advisory council". This name implies a group that is composed of lay citizens which performs an advisory capacity, is consulted by a board of education, is organized in its efforts, and may serve as a composite or "capstone" for several subgroups or committees.

2. *Should citizens advisory councils be independent or school sponsored?*

Since lay participation is needed everywhere, a citizens advisory council should originate in the manner that is most feasible and desirable in a community. Certainly, citizens do not need to wait for a board of education to take the initiative in establishing an advisory council. The most successful citizens advisory councils, however, are those welcomed and sponsored by the school and its board of education. Whatever the mode of origin, essentially the same process should be followed in organizing and conducting the advisory council. Appendix I contains a Sample Charter which may be used in starting a school-sponsored council.

3. *Should "temporary" or "continuing" councils be used?*

Either continuous or temporary groups may be used, depending upon the purpose for the group. Most citizens advisory councils should be continuous. Continuous, rather than sporadic, citizen participation is needed.

Temporary or ad hoc groups may be formed, but these should be subordinate to the continuous citizens advisory councils. Such

ad hoc groups may be used effectively to perform a specific function or to solve a specific problem. Once the ad hoc group's activities are completed, the group is dissolved.

Temporary committees have serious disadvantages if they are unrelated to an ongoing group. It is impossible for any citizens to quickly become informed and extend wise judgment about school affairs. All school affairs are interrelated. It is impossible to segregate a small portion of school affairs and expect an inexperienced group of citizens to deal with it knowledgeably. An additional point is that when temporary groups are used exclusively, there is a temptation to involve citizens too little and only when the school is in serious trouble.

Continuing councils have their disadvantages also. Continuous groups may become "inbred" or be monopolized by an individual or clique which may sway the group to unproductive and inappropriate efforts. Experience has shown, however, that when citizens advisory councils are well structured and have appropriate operational guidelines, the chances of having a detrimental advisory council are slight.

4. *What preparations should be undertaken to launch a successful, continuous, school-wide citizens advisory council?*

Many of the difficulties experienced in using advisory councils have resulted because the councils were hastily created to meet emergencies and were launched without adequate understanding by those involved or affected of the councils' functions and relationships.

First, a board of education should understand thoroughly what it is doing and why. Several board meetings and the help of consultants are necessary in arriving at this understanding. Operational guidelines relative to the advisory council should be adopted by the board. (A sample set of Operational Guidelines is shown in Appendix II.) Representatives of all who would be affected by the work of a citizens advisory council should be consulted for their opinions. Possible groups to be affected include administrators, teachers, students, and noninstructional staff.

5. *Are citizens advisory councils legal?*

Yes! A board of education or other administrative body can request information and opinions from any individual or group. Furthermore, a board of education may establish a group from which to solicit advice and assistance. Many federal and state agencies and programs have actively used advisory groups for many years. *The important point is that citizens advisory councils are advisory--not administrative.* Their function is to advise on the educational program; not to direct it. The board of education remains the legal and lawful responsible agent for local education. An advisory council is merely an extension of that board of education.

6. *Should one council or a network of committees be established?*

One small council cannot do all that needs to be done or involve sufficient citizens in school affairs. A large group is difficult to manage. The most successful procedure has been to have a central council of nine to 12 persons, supplemented by other committees ranging in size from five to nine each. This generalization holds true regardless of the size of the district.

7. *How many citizens should become involved in a network of committees?*

A desirable objective toward which to work is to involve one percent of the voters in some kind of council or committee. If the individual citizens are well chosen and their committee work is well organized and conducted, this number of citizens can have a potent influence upon school affairs and community attitudes. Much has been accomplished when fewer were involved, but it is safer to aim at one percent representation.

8. *Should membership on a citizens advisory council be confined to lay citizens?*

The best type of citizens advisory council is a council composed of lay citizens representing the diverse parts of factions of a community. School administrators, teachers, and school board members are vital to a council as regular or occasional consultants, but they should not have voting rights.

9. *What arrangements should be made for consultants?*

Experience has shown that citizens advisory councils want and need the help of ex officio consultants. Regular consultants should consist of such individuals as an administrator, a teacher, and a school board member. Each consultant should be selected by the group he is representing, and should meet regularly with the advisory council. Subcommittees, affiliated with the central council, should also have regular consultants from the administrative or instructional staff.

Special consultants from either within or outside of the community should be arranged. Special consultants to give information, advice, and direction on specific topics will be invaluable in helping citizens advisory councils investigate and discuss school problems. Arrangements such as monies and secretarial services need to be made available to encourage the use of outside consultants.

10. *What can be done to attempt to keep citizens advisory councils from becoming para-boards of education or "rubber stamps?"*

Some citizens advisory councils attempt to become para-boards of education with administrative authority usurped from the legitimate board. Other advisory councils tend to degrade to a "rubber-stamp" status, concurring with administrative desires. Neither is

desirable. An autonomous advisory council realizing its responsibilities, authority, and limitations is to be sought. To develop and maintain such a council, the following steps and considerations are suggested:

a. The group must be continuous.
b. Membership must consist of representatives of the community and not representatives of special groups or organizations.
c. A scheduled procedure of membership rotation must be followed.
d. The council must operate under operational guidelines and bylaws agreeable to both the council and to the board of education. (Sample Bylaws are shown in Appendix III.)

11. *How should the membership of a citizens advisory council be selected?*

The choice of members of a citizens advisory council is critically important. If a board indicates in any way in its choices that it is trying to secure an advisory council prejudiced in favor of its views, a community may, from the start, react unfavorably to the citizens advisory council and its work.

Almost all possible ways of choosing members for a citizens advisory council have been tried. The following method has proved most satisfactory.

A board of education names a three- or four-member *selection committee.* (A Sample Selection Committee Resolution is shown in Appendix IV.) This selection committee has three functions: (1) analyze the community to determine its characteristics and components, (2) secure names of individuals to represent each of the community's factions, and (3) interview and screen the potential members as to their willingness to serve and their appropriateness for the council functions set forth by the board of education.

The selection committee is critically important. It is responsible for the membership of the citizens advisory council. The kind of members largely determines the worth and effectiveness of the council. The members of the selection committee are those who will first tell the community about the citizens advisory council, i.e., its purposes and how and why it is being organized. It can inspire confidence or distrust in the people of a school district. Therefore, the selection committee must be carefully briefed about the entire project in addition to its specific duties and responsibilities. There are many gains from the use of a selection committee:

a. The process prescribed for a selection committee requires very careful thought in the selection of members of a citizens advisory council. The process frequently results in the choice of persons whom the selection committee would not have initially considered. A community analysis or canvass changes many ideas originally held by the selection

committee. A school board desires a council which will meet certain functional needs. Assembling such a council requires much thinking and rethinking regarding who should be nominated as council members.

b. The citizens of a district appreciate the opportunity to participate in the choice of members to serve on a citizens advisory council.
c. Those connected with the school system are largely absolved from responsibility for the choice of members. They cannot be charged with "stacking" the membership with "yes men."
d. Those who are chosen for membership in a citizens advisory council should be told the careful process by which they were selected and informed that they were considered, after due deliberation, to be the persons in the district best suited to serve. Under these conditions, very few refuse membership. Acceptances are 90 to 100 percent of those invited to serve. Persons with a sense of public responsibility do not try to escape unless they have very good personal reasons.
e. The selection committee should be retained to name replacements to the citizens advisory councils. A council should not name its own replacements as it may become self-perpetuating. A self-perpetuating group soon becomes an unrepresentative group, i.e., out of touch with community thought, and unable to influence community action.

A selection committee is usually named for a three-year period. It should make a community analysis at the beginning of its term, and should continue to recommend individuals to fill vacancies during the three years.

12. *Who should serve on a selection committee?*

A selection committee is basically an ad hoc committee in that its functions and responsibilities are sporadic. When selecting members or replacement members, its responsibilities are profound. At other times, however, it may lie dormant. As a result, the most able and respected members of a community are usually available to serve on a selection committee. Busy community leaders can usually find time to serve on such an ad hoc committee when they may not be able to serve on a continuous citizens advisory council. Those chosen for a selection committee should be reasonably representative of the various elements of the community and have an extensive knowledge of the people within the community. Generally, only one of the three- or four-person selection committee should be from the school staff or from the board of education.

13. *How should a selection committee go about selecting members for a citizens advisory council?*

Once the selection committee is completely clear as to its internal organization, it may then proceed with the following steps:

a. The first step is to *analyze the community*. The citizens advisory council must be representative of the school's service area. In order to insure representativeness, the community must be analyzed to determine its factions. The Sample Selection Matrix shown in Appendix V lists some possible factions. Factions should be added or deleted depending on local circumstances.

   The nature of a "representative" citizens advisory council needs definition. A representative council is not one that is chosen by lot. A representative council is one which has representatives of each of the community's factions serving on the council, or which has capable people having sympathetic contacts with the various community factions.

b. Once the community has been analyzed, the selection committee may proceed by *identifying possible people* to represent each of the community's factions. Telephone directories, postal recipients, and court house records may serve as useful aids in identifying member candidates.

   Criteria for the choice of candidates for membership on a citizens advisory council have been evolving for decades. Some characteristics to consider in selecting candidates include the following:

   (1) Certain personal characteristics essential to he success of the citizens advisory council such as open-mindedness, responsibility, personal integrity, maturity of thought, a constructive attitude, and an ability to cooperate.
   (2) Interest in education.
   (3) Representative of the factions of the district.
   (4) Individuals who may attempt to exploit a citizens advisory council or use it for personal gain must be avoided.

Members of the selection committee are not usually encouraged to become members of the citizens advisory council. This nullifies the separateness of the two groups which may affect the credibility of the council with the community.

Pupils and students of the school system should be included on a citizens advisory council. Although student representation via student councils and other internal representation groups may be considered sufficient, the exposure, experience, education, and credibility of having one or more students on a citizens advisory council is profound.

In general, representation on a citizens advisory council should be proportional to the number of people in each faction of the total population. The two sexes, for instance, should be equally represented. Parents and nonparents, old and new residents, and persons

supportive and critical of current school policies should be included in proportion to their numbers in the district.

No one should be chosen as the representative of any one group or organization. Each member should represent several factions. For example, a person may be included because he is a male, Republican, member of the Methodist Church, black, a representative of organized labor, nonparents, new in the community, in the 35-45 years of age group, and in the sixth ward. *Every effort must be made to convince each member that he or she comes to a citizens advisory council as an individual, speaking his own mind.* It is only when a citizens advisory council is composed of free individuals that compromises and consensus among members can be secured.

c. Once a slate of candidates has been identified, each candidate should be personally visited by a member of the selection committee, or preferably by a member of the selection committee and a school board member. This visit should determine the candidate's suitability and interest in serving. A prospective member is made to understand that he or she is asked to join a group of a particular type with certain responsibilities, certain modes of operation, certain specified relationships, and certain restrictions. Prospective members want this kind of understanding. They may then accept or reject membership knowing what it is they are accepting or rejecting. Putting a clear statement regarding the nature of and the policies to be followed in conducting a citizens advisory council in the hands of prospective members is an aid in getting members--not a deterrent. Local modifications in the Sample Candidate Information Form shown in Appendix V should be made to help insure conformity and consistency in the interviewing process.

d. After sufficient interviews, the selection committee should prepare a slate of satisfactory and willing candidates and present the slate to the board of education. A board reserves the right to reject nominations by the selection committee. The selection committee, therefore, should have one or two alternates available for each position. Thus, all members of a citizens advisory council are jointly approved by the board and the selection committee.

   It is not wise to recommend more individuals than necessary, for if the board has a choice, it can be criticized for "stacking" the council. Furthermore, if a choice is offered, the board is forced to make a decision with less information than the selection committee has.

e. Once the board of education has approved the membership, each member should be sent a personal letter signifying his successful appointment. A Sample Member Appointment Letter, which should be sent by the board of education, is shown in Appendix VI.

14. *How should members of affiliated or subcommittees be chosen?*

Carelessness in the selection of the members for any council or group is undesirable. Affiliated or subcommittees to work on a specific topic should be recommended by the central citizens advisory council with the problems and responsibilities of the specific committee in mind. For example, subcommittees dealing with the content of a course in an occupational field should be composed of the teacher of that occupational field, persons currently employed within that occupation, and persons hiring or employing persons within that occupation.

Some affiliated committees may be continuing committees whose membership should be chosen by a selection committee that reports to the citizens advisory council. When special or ad hoc committees are used without a central citizens advisory council, it is also wise to use a selection committee even though the committee will only be used for a short period of time.

15. *Should citizens advisory council members ever be selected by community organizations and institutions?*

If there is any one point on which there is general agreement, it is that community organizations and institutions should *never* be asked to send representatives to a school's citizens advisory council. There are many reasons for this belief, among them are the following:

a. There are hundreds of organizations in most communities. If all were asked to send representatives, the advisory council would be too large to function. Usually, however, not all organizations and institutions are asked to send representatives, so that some are included and some are excluded. As many as half of the people of a community may not be members of any of the organizations represented. Individuals who belong to many organizations have several representatives in the advisory council.
b. Not all organizations invited to send representatives will send them, making the advisory council more unrepresentative than it was intended to be. Some organizations will choose their representatives carefully, some carelessly. Some groups will receive reports of the activities of the citizens advisory council and be affected by them, and some will not.
c. Some aggressive organizations with "party lines" will send instructed representatives who must speak and vote as their organizations dictate. The results may be political power plays between organizations.
d. Organizational differences about nonschool matters often cause division of school affairs.
e. Citizens advisory councils of this type seldom last very long. Once a citizens advisory council has failed, it is difficult to replace it with another and better council.

16. *What financial arrangements should be made for a citizens advisory council?*

A citizens advisory council is not a money-raising organization. It will, however, need small amounts of money during the year to pay for publications, paper, special consultants, dues in appropriate organizations, attendance at appropriate conferences and conventions, and miscellaneous expenditures. A board of education should annually budget a few hundred dollars for the citizens advisory council depending on the proposed annual program and anticipated expenses.

The procedure whereby every potential purchase by a citizens advisory council must be approved by the board is not recommended as this may make the council too subordinate to the board. Furthermore, when a specific amount is budgeted, the school administration can handle the financial aspects which allows the citizens advisory council the flexibility of not needing a treasurer.

CHAPTER 4

BASIC QUESTIONS IN DEVELOPING A CITIZENS ADVISORY COUNCIL

Once a citizens advisory council has been organized, the council faces a developmental problem. The concepts of organization, development, and functioning may be more easily perceived in Figure 1. As the reader will note, once a citizens advisory council has been organized, it must expend considerable effort in the development of its operation before the results of its efforts are fruitful.

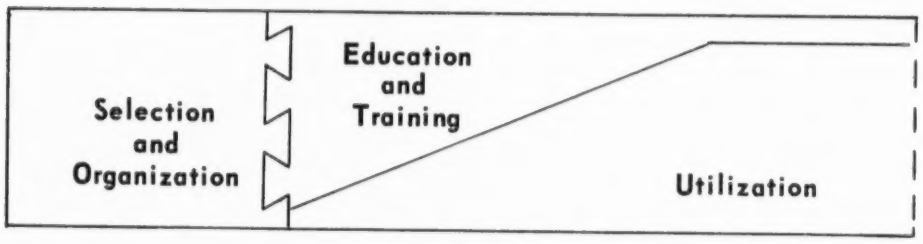

Figure 1

The operational development of a citizens advisory council generally involves two concerns. The first concern is the internal workings of the advisory council, including officers, bylaws, responsibilities, and policies for the council itself. The second concern involves becoming informed and learning about the problems with which they will be working.

1. *What should be included in the first meeting of a citizens advisory council?*

With a new citizens advisory council, many of the members will not know each other because of their varied and diverse backgrounds. The first meeting should be a social meeting where the members and their spouses, the members of the board of education, the school's administrative staff, and a few of the teachers can get to know each other informally. Short talks by the board president, school superintendent, and other school staff may be presented expressing appreciation of the willingness of the citizens advisory council members to participate, and what the council will mean to the growth and improvement of the school system. An outside consultant or a member of a neighboring citizens advisory council may

be used to report the work of other councils and to indicate "dos" and "don'ts" of group work. The first meeting should include a discussion of some problem areas in which the citizens advisory council might work. It is important that an advisory council, early in its life, find something definite, challenging, and tangible upon which it may work with promise of results which will produce significant changes in the school system.

Since rotation of membership is recommended, the determination of the rotation can be conducted at the first meeting. Several methods are available, but the most common is to draw names from a hat to serve for one-, two-, and three-year terms. With citizens advisory councils composed of nine or 12 members, rotation is simple. With a nine-member advisory council, groups of three members can be selected to serve one, two, and three years. Groups of four members can be selected for a 12-member council.

Even with established citizens advisory councils, a yearly social gathering is recommended. Such a function provides (1) a means of inducting the three or four new members of the council, (2) allows a review and preview of the year's work, (3) a reorientation of the concerns and problems of the advisory council, (4) a communications link between council, board, and school administration, and (5) recognition of outstanding work.

2. *What officers are needed?*

A citizens advisory council should have no more organization than is needed. It will need a chairman, a vice chairman, and a secretary. These three comprise an executive committee. It has no need for a treasurer. Permanent officers should be elected at the second or third meeting.

3. *What should be included in a program of work?*

Both an annual and a long-range program of work are needed. Proposals for these programs may be developed by the citizens advisory council as a whole, but preferably are developed by the council's officers or a special subcommittee.

Before embarking on a study or a program of work, a citizens advisory council should consult with the board of education and the school administration. The board will not wisely veto any proposed study, but the board and the school staff may have valuable ideas about the feasibility and desirability of proposed activities.

4. *How often should meetings be held?*

Most citizens advisory councils meet monthly except in July and August. At the beginning of the year, the yearly calendar of meetings and topics should be established. Meetings should not be held just because it is time for a meeting. Involved citizens usually initiate more activities than can be included in ten or more meetings a year. As a result, special meetings and subcommittee meetings

are typical. When a major project is under way, weekly meetings may be necessary.

5. *How should communications between the citizens advisory council and board of education be accomplished?*

Many school districts have found it desirable to have a member attend advisory council meetings in an ex officio capacity. Likewise, a member of the central advisory council is often invited to be present at each of the board meetings. One member of each group may be appointed to attend the meetings of the other group. Such an arrangement fosters communications and understanding.

In addition to a yearly social meeting, the central citizens advisory council and the board of education should hold one or two joint meetings during the year. Such meetings need not be long. They may be concerned with clarification and explanation of large programs and studies. Such meetings are also conducive to the reporting of study results.

The minutes of each and every citizens advisory council and subcommittee meetings should be written, duplicated and distributed to the board, administrative, instructional and noninstructional school staff.

6. *How should a citizens advisory council report to the public?*

A citizens advisory council is part of the local school system, and its reports should be made with the approval of the board or its executive officer. Independent reporting on controversial issues may weaken both the board and the advisory council in the eyes of the community. Independent citizens committees should also aim at joint releases with the board of education, avoiding the circulation of conflicting recommendations.

7. *Should provisions be made for clerical assistance?*

A citizens advisory council needs a certain amount of clerical assistance in the duplication of meeting minutes, writing of letters, preparation of study results, and other items. Normally, a school system can supply sufficient clerical assistance. If not, special help may be needed.

8. *How can members of a citizens advisory council become informed and involved in education?*

   a. The school as a whole should develop a nominal library regarding problems with which it deals. Billions of dollars are spent annually by citizens on public education without even minimal information relating to the decisions involved. Many good publications and articles are available at nominal cost or are free which would help citizens advisory council members as well as school board members, school administrators, school personnel, and members of other school

organizations make more effective use of their local tax dollars. The low cost of such an investment is insignificant when compared to the amount of human and financial resources it can save.

b. Membership in relevant educational associations should be encouraged. Membership in one or more local, state, or national organizations involved in education helps individuals become informed and concerned. Several educational associations actively solicit membership from citizens advisory councils.

c. Exchange visitations with neighboring citizens advisory councils usually result in a cross fertilization of ideas which are mutually beneficial. Visitations to neighboring educational programs on the elementary, secondary, area vocational center, community college, and university levels will enhance understanding.

d. Several colleges and universities offer courses and workshops related to advisory councils, group activity, leadership development, and other topics which improve the quality of local lay participation. The cost for fees and materials for such activities is usually provided by the school board.

CHAPTER 5

BASIC QUESTIONS CONCERNING FUNCTIONS OF A CITIZENS ADVISORY COUNCIL

Experience has shown that certain activities and functions exist in which citizens advisory councils should and should not take part. The purpose of the following information is to describe the proper functions of a citizens advisory council, describe how each may be accomplished, and to delineate some functions found to be detrimental to advisory council success.

The proper functions of a citizens advisory council include (1) policy development, (2) need determination, (3) communications, (4) objectives determination, (5) evaluation, and (6) service to the citizens. No matter what the activity, professional consultants are usually helpful in the designing, developing, and conducting of the activity. Without professional assistance, many activities are failures.

1. *How should consultants be used?*

It is important to make effective use of a consultant's time and talent. Before contacting a potential consultant, have clearly in mind what is to be learned. Put questions in writing. Once a consultant has been identified, send the questions to him so he can prepare for his visit. Don't expect a consultant to intuitively know what the concerns of the council are.

2. *What are some sources of consultants?*

Sources of suitable consultants include the local school system, nearby systems, nearby councils, state department of education, colleges, universities, and consulting firms.

3. *How much do out-of-district consultants usually charge?*

Charges range from nothing at all to hourly rates plus mileage, plus per diem. The most expensive consultant is not always the best consultant. Do not be afraid to ask what the fees might be. The point is to get the best person for the job, and pay if necessary.

POLICY DEVELOPMENT

1. *What is a policy?*

Between the generality of a school's philosophy and the specificity of a school's rules and regulations lies the arena of school policy. Policies are statements reflective of the school's philosophy on which administrators may base decisions.

2. *Why are policies important?*

Every school system has policies. A system without policies would be one in which every decision is made separately with no consideration of other decisions. Each individual in the system would make his decisions independently. Anarchy would prevail.

Great differences exist in the policies of school systems and in the ways in which policy decisions are made. Some school systems seem to operate with tradition and custom as their principal guides. Some have only unwritten policies. In some systems, policy is apparently made by an individual citizen or a small and unrepresentative group of citizens. In others, policy making is largely delegated to the school administrator, who may seek help from the school staff.

3. *Who is legally responsible for policies?*

A local board of education is an agency created by a state, which operates under state laws, but whose members are elected locally. It is charged with the principal responsibility for local policy making for public education. A few designated policy decisions are left by a state to the electorate of a school district. A school board has two responsibilities: (1) to enact policy and (2) to see that policy is executed.

Professional educators employed by a school system also have two responsibilities relative to school policy: (1) to advise about policy and (2) to execute policy.

4. *What is the difference between policy statements and policy making?*

Many of the statements of local policy which have been developed are merely sets of rules and regulations which deal with the operation of a school system. These should be left to the school staff. The citizenry and its representatives should concentrate on basic policy decisions. Many policy statements have been copied, or slightly adpated, from statements evolved in other systems. Some of them have been purchased from commercial concerns. There may well be interchange among school districts in the development of school policies. Some well-conceived policies, such as policies related to purchasing, may be used in widely separated school districts. However, many of the "policies" that are being copied are not really policies and some were ill conceived, even for the districts in which they originated. Each district is a situation somewhat unique, so that there should usually be some variation in policies from district to district.

The process of policy making is highly educative to the participants. Therefore, the process of policy making may be as important as the policies which result. Use should be made of the experiences of other districts, but never as a substitute for local thinking.

5. *Why is local, state, and federal cooperation in policy making desirable?*

No person should have the idea that a school district is autonomous and may make its own policies without regard to outside influences. School districts are authorized by states to operate under state laws. The decisions a school district may make vary from state to state. A local board of education is obligated to execute the laws of the state which apply to its district. State requirements must be met if a school is to be accredited and is to receive financial support. The states provide many types of assistance to local schools.

The national government has been involved in public education since there has been such a government. Over a period of 100 years it established the school systems of 37 of the states while these future states were still territories. Public higher education received its chief impetus from the National Land-Grant College Act. Many special types of education in the public schools have been aided by national grants. The practical question to consider is not whether the national government should participate in public education, but how and with what safeguards it should participate.

Obviously, local, state and national policy making for public education should not be carried on in isolation from each other. Local policy makers must be continuously aware of state and national policies for education and their bearing on local situations.

6. *Why is local participation in policy making critically important?*

Although state and national participation in public education is increasing, local decisions about public education remain critically important. The people of a school district may still make education effective or may make a farce of education despite state and national efforts to make it effective.

The traditional American practice has been to ask communities to do all they can do well without help from the state, and to ask the states to do all they can do well without help from the nation. This practice should be maintained.

Unfortunately, many school districts are so small, weak, and poorly financed that they cannot do much for themselves. In these districts, citizens may appropriately turn their attention to district reorganization.

7. *What are the necessary conditions for policy development?*

A satisfactory arrangement for policy making in a school district would have the following minimal provisions:

a. A board of education that understands its responsibility for policy making, knows the laws and regulations of its state relating to it, knows the arrangements for policy which are needed, and will provide them.

b. A community that understands that policy proposals from any source will be welcomed, heard, and considered by the board.
c. Administrators who understand their responsibility for proposing policy and who have the courage and vision to provide leadership in policy revision.
d. Organizations of the professional and nonprofessional staffs of the school system for proper participation in policy development.
e. A system of citizens involvement to propose and review policies.
f. Consultants from in and out of the district who can help guide the policy-making process and supply needed information.

8. *What questions should policies answer?*

There are five basic policy questions, and many subquestions, which can only be answered ultimately by the citizenry of a school district or their representatives. Others may give tentative answers, which may hold for a time, but eventually the citizenry must express itself, in one way or another, on the following points. Often, these questions are answered when financial issues are presented to the public, such as proposals for bond issues or tax increases. The answers given are frequently casual, superficial, and inadequate, but they are as binding as though they had been well considered.

a. How is public policy for the school system to be developed, interpreted, executed, and publicized?

Arrangements for enacting policy are prescribed by state law. However, all possible policy could be enacted in five minutes. It is in developing policy that time and thought are required. In developing policy, a board of education may use any help it desires.

All policy is general, and provision must be made in a policy statement for its interpretation and application to specific situations.

Policy that is not executed is worthless. Provision must be made for execution and for checks upon execution.

Arrangements must be made for publicizing policy among school employees and the general population.

b. Who is to be served by the public schools? How? How much? When? Where?

This has been a recurring question since the first public schools were established to provide two or three years of elementary education for the children of paupers. Resources are still lacking to serve well all who might be served, so that priorities must still be established.

c. What public purposes are to be served by the public schools?

It is often forgotten that public schools are intended primarily

to serve the public and that they serve individuals and groups only as their purposes coincide with public purposes. Individuals are often unclear as to the precise purposes the public has in maintaining its schools.

d. How is the public to decide whether its purposes are being realized?

The public is continually evaluating its schools. Most school systems do not have careful, systematic, regular evaluations on behalf of the public in terms of the purposes the public has prescribed. Policy should provide these evaluations.

e. What provisions will the public make for organization, administration, program planning, staff, funds, and facilities, so that its purpose can be realized?

These questions, which often preoccupy the public, cannot be answered until the first four questions are well answered.

9. *How should policies be developed?*

Four steps are needed in policy development. They need not be taken in the order listed.

a. Codify existing written policy. Reduce to writing the unwritten policy that is currently operative and include it in an organized policy statement.
b. Provide the best possible answers to the five basic policy questions.
c. Compare these answers with those the school system has been giving and with those other school systems have given.
d. Devise a new statement of policy, try it out, and revise it as revision is needed.

A group such as a citizens advisory council working on policy should know that many policies are imposed by the state and that other policies must be followed if national funds are accepted. It should recognize that a school system accepts many policies in order to secure recognition by an accrediting association and the right to participate in interscholastic athletics and other interschool events. All of the policies which originate outside the district should be specifically known and listed.

INFORMATION GATHERING

Citizens advisory councils communicate information to a board of education and the school administration in a variety of ways and from a variety of sources. Certain information comes in an unstructured form. The opinions, ideas, and concerns of individuals, or the advisory council as a whole, can be communicated. Such information is usually obtained through talking with fellow citizens and taxpayers, a systematic study of the problem, and individual thought.

Another appropriate means of obtaining information is via studies or surveys. These more structured means of obtaining information generate the ensuing questions.

1. *What is a school survey?*

A survey is more than merely collecting information. A school survey involves (1) designing the survey, (2) collecting information, (3) analyzing the information, and (4) reporting the findings and recommendations. The major purpose of a school survey is to provide information on which present and future decisions may be based. Too often, a major decision concerning the design and implementation of a local educational program is based on little or no pertinent information. A school survey conducted by a citizens advisory council can provide the information needed.

2. *What are some examples of appropriate surveys?*

Citizens advisory councils have demonstrated their proficiency in conducting a wide variety of studies and surveys. Some of the most common surveys have related to:

a. Future enrollment trends.
b. Future building needs.
c. The success of graduates.
d. Routes for bussing.
e. The community's opinion of the local school.
f. Physical plant evaluation regarding safety codes.
g. Unmet needs of special groups such as the physically handicapped, economically disadvantaged, occupationally untrained, and others.

3. *What are some factors to consider in designing a survey?*

The first and possibly most important factor is planning. The problem to be answered must be specific and clear to all concerned. Based on the problem, what information or data is needed? Plans must be made for how, where, when and by whom information is to be collected. Provisions must also be made for analyzing and reporting the findings.

4. *What are some sources of information?*

There are two basic types of information, existing and new. Existing information is that information that has already been collected. Examples of existing information include:

a. Federal census figures.
b. State employment and unemployment figures.
c. Local school dropout rate.
d. National opinion polls.

This list is not exhaustive. Other existing information is often available. When applicable existing information can be identified that is appropriate to the subject being studied, it should often be

used in preference to collecting new information. Existing information may be more complete and more accurate than information collected by a citizens advisory council with their limited resources.

Nonexisting information which may need to be collected may be obtained from:

a. Existing students.
b. Former students (including dropouts).
c. Taxpayers.
d. Parents of existing and preschool children.

5. *How may information be gathered?*

Some common methods of gathering information include (1) questionnaires, (2) opinionnaires, (3) personal interviews, and (4) group interviews. The information-gathering method used depends on the type of data to be collected, and the manpower available to collect the data.

6. *What is the difference between a canvass and a survey?*

A community canvass is where every individual or household having a specific characteristic is contacted. For example, to canvass the population of a town, every household would be contacted.

A survey does not usually cover the entire area being studied. A survey usually results in the gathering of data randomly or from selected individuals considered to be representative of the entire area.

7. *How should survey results and recommendations be reported?*

Whether the survey results are to be used outside the advisory council or not, the results should still be in writing. Many citizens advisory councils collect information for their own use only. Because such data can soon be forgotten or lost, a written record must be made.

A written and oral report of the results should be presented to the board of education. The oral report should give the basic and most pertinent information. The written report allows individual board members to further analyze the findings.

Do not forget to report the results to the public at large. After delivery of the survey results to the board of education, a joint mass media report describing the results should be made to the public.

COMMUNICATIONS

An important function that a citizens advisory council performs is serving as a communications link between the citizenry and the school. No other function aids as greatly in bridging the chasm between school and community.

It must be remembered that effective communications is a two-way street, i.e., communications both to and from the board of education, administrators and other school personnel. As discussed previously under INFORMATION GATHERING, a citizens advisory council serves to bring information, either structured or unstructured, to the board of education and others. Through various techniques, an advisory council also serves to distribute the concerns, judgments and decisions of the board and others to the citizenry. Techniques for accomplishing this include:

a. Personal contacts.
b. Newspaper.
c. Radio.
d. Television.
e. Presentations before school groups such as the PTA and others.
f. Presentations before nonschool groups such as commercial and fraternal organizations.

EVALUATION

Schools are important to the persons living in a community. They guide and direct the physical and mental growth of children and adults, consume taxes, influence the community, and direct the nation. Because the process, products, problems, and profits of schools are very visible, the community observes and makes judgments. Every community evaluates its schools. The problem is certainly not that the community evaluates the schools. The problem is the methods involved and information used by communities in their evaluation. Too often, a community's evaluation tends to be off-hand, general, vague, unsystematic, inconclusive, and sometimes unrealistic.

1. *How can citizens advisory councils assist communities in evaluating schools?*

The first activity an advisory council may undertake is to attempt to set forth the general objectives or goals that the school is trying to accomplish. To motivate the entire community to agree on a complete set of goals for the school is a task of unrealistic magnitude. Every individual will appraise the school within the frameworks of his or her own personal goals or standards. Attempting to obtain unanimous approval of global school goals is unrealistic. Specifying goals is advised, as it facilitates constructive communications.

A second activity an advisory council may undertake in the area of evaluation is the collection and dissemination of appropriate information. The percentage of school dropouts, the successes and failures of former students, adequacy of the physical plant, and

opinions of community leaders are all important pieces of information which should be presented to the public. As a result, decisions may be based on systematic, accurate, pertinent, and up-to-date information rather than insufficient and inappropriate data.

There is more to evaluation, though, than merely the reporting of collected information. On behalf of the community, the advisory council must make judgments based on the information collected. The conclusions and judgments of a well-informed citizens advisory council can crystallize solid community support for the school system.

2. *How should a school evaluation be conducted?*

The process of designing, collecting, analyzing, and reporting set forth previously in the section entitled INFORMATION GATHERING is also appropriate for school evaluations. Be certain to obtain the services of a competent consultant. Failure to utilize a consultant when conducting evaluation studies may lead to serious problems.

3. *Should a citizens advisory council evaluate teachers or courses?*

No! Advisory councils should never concern themselves with individual administrative, instructional, or noninstructional staff members or the methods by which they teach. What is to be taught is a concern of a citizens advisory council. How the subject is to be taught is to be left in the competent hands of the teachers and educators who have had years of training and experience in the art and science of education.

4. *Should evaluations be sporadic or continuous?*

Every school is in a constant state of flux. Every school is in a dynamic state of equilibrium. Changes are occuring constantly. Because a school is in constant motion, the evaluation of that system must also be continuous. Sporadic evaluations do nothing more than give an in-depth look at the school at a specific point in time. That point in time, however, may not be representative of the performance of the school system.

SERVICE FUNCTIONS

Although advising is a citizens advisory council's major function, the advisory council may also conduct activities designed to assist the citizens of the community directly. Several such service functions executed extremely well by citizens advisory councils include the following:

a. Promoting and distributing parent handbooks for new and existing parents within the community. Such handbooks contain information pertinent for new pupils to the school.

Examples of information include:

(1) The philosophy of the school.
(2) School policies.
(3) Boundaries of the school zones.
(4) How to enroll a child.
(5) Fees.
(6) Safety rules.

Many other items come readily to mind. Such parent handbooks should be kept as pertinent and concise as possible.

b. Pupil safety programs can effectively be developed by a subcommittee of a citizens advisory council. Such a committee should be concerned with pupil safety on the way to school, while in school, and while returning home. Advisory councils can assist in acquiring volunteer help from parents for pupil safety programs. Activities related to safety are numerous. Most of what needs to be accomplished will be determined by local circumstances.

c. Encouraging voter turnout for elections is another service function often performed by citizens advisory councils. Campaigning for a prospective school board member or for a political issue is to be avoided.

QUESTIONABLE ACTIVITIES OF A CITIZENS ADVISORY COUNCIL

Experience has shown that certain activities harm not only the citizens advisory council, but also the school and the community. Certain activities tend to split the community, and especially the community's support, for the school. Therefore, such activities as the following should be avoided by citizens advisory councils.

1. Independent reporting to the public is not advised. Noncontroversial items such as the formation of a citizens advisory council, reports of their meetings and activities, and reporting of proposed plans may be issued without authorization from the board of education provided they have been approved by the school administration. All other news items, however, should be reported to the public as a joint news report with the board of education.

2. Issues relating to daylight savings time, the community fire department, city hall, and the highway department are examples of noneducational concerns in which citizens advisory councils should not become involved. The council is a school and not a community agency. If a council's activities are not ultimately concerned with the improvement of education, it should voluntarily disband.

3. Pressure tactics are to be avoided. As advisory council is concerned with the improvement of all education through systematic and objective progress; not by applying political, social, or economic pressures on teachers, principals, board members, or other school agencies.

4. Involvement in partisan political issues and candidates is considered to be in bad taste and potentially destructive. Campaigning for board candidates or other political candidates should be avoided.

5. Fund raising for school equipment is not recommended. The citizens advisory council has an advisory role; not a fund-raising role. Conducting a bake sale to buy a new projector is a worthy function of any civic organization *except* the advisory council.

6. Involvement in the personnel matters of the school is not recommended. The board of education has employed administrative personnel to direct the hiring, firing, supervision, training, and observation of the instructional and noninstructional personnel. Persons with complaints about specific teachers should be directed to the administration. Thus the complaint will be handled through established administrative channels.

7. What to teach is a concern of the citizens advisory council; how to teach it is not. The "hows" of learning, teaching, counseling, administrating and mental growth are the specialized fields of training of the teachers and the administrators. That knowledge and wisdom must be respected.

APPENDIX I, SAMPLE CHARTER

The Board of Education of_____
on this ___th day of _____, 19___, authorizes the establishment of a continuing committee to be known as "The Citizens Advisory Council". This council is to be organized and conducted under procedures to be proposed by the superintendent of schools after receiving advice from the school staff and other suitable consultants and upon approval by the Board of Education.

The citizens advisory council is not regarded as a substitute for any other form of citizen participation in school affairs. It is intended to supplement and stimulate other types of citizen participation.

The purpose of the citizens advisory council will be to serve as an arm of the Board of Education by providing advice and assistance to the board.

The Board of Education reserves the right to dissolve the citizens advisory council at any time and for any reason.

The citizens advisory council is expected to contribute to the improvement of the education provided by the school system by:

1. Studying and surveying continuously the educational needs of the district's clientele.
2. Reviewing, analyzing, developing, and proposing school policies.
3. Working with the administrative, instructional and noninstructional staffs of the school system cooperatively to develop and execute programs and procedures which implement policies approved by the Board of Education.
4. Facilitating communication between the staffs of the school system and the people of the district.
5. Studying the effects of existing and new educational programs in operation.
6. Serving as a "sounding board" of community opinion on items proposed by the Board of Education.
7. Initiating study and proposals on educational issues pertinent to the school and community.

In authorizing the development of the citizens advisory council, the Board of Education pledges complete cooperation in the council's work. The citizens advisory council will be expected to operate within the guidelines set forth.

APPENDIX II, SAMPLE OPERATIONAL GUIDELINES

The following guidelines shall be followed in the organization, operation, and review of the Citizens Advisory Council, hereinafter referred to as the Council.

I. Organization of the Council.

A. Membership

1. The Council shall consist of ___ members.
2. The members of the Council will be recommended to the Board of Education by a Selection Committee. The Board retains the right to disapprove individual nominations by the Selection Committee, but it will not appoint an individual who is not recommended by the Selection Committee.

B. Selection Committee

1. A Selection Committee will be named by the Board of Education. The Selection Committee shall consist of ___ members, all lay citizens except one who shall be a representative of the District's administrative staff.
2. The members of the Selection Committee will be appointed for a three-year term. At the beginning of each three-year period, the Selection Committee will analyze the school's service area to determine the community's factions. Based on these factions, a roster of representative individuals will be identified to serve as members and replacement members of the Council. Members of the Selection Committee may *not* serve as members of the Council.
3. The potential members recommended by the Selection Committee shall possess the following characteristics:
   a. Representative of the community's factions.
   b. Interest in education.
   c. Willingness not to exploit their membership.
   d. Have certain personal characteristics essential to the success of the Council such as personal integrity, responsibility, maturity of thought and action, the ability to cooperate, constructive attitude, and tolerance of varying points of view.
4. No one is to be recommended or barred from membership because of affiliation with any organization or institution.

C. Term of Members

1. The original members of the Council will serve at least two years. At the end of the first year, the terms of the

original members will be determined by lot. One-third of the members will serve for one additional year; one-third will serve for two additional years; and one-third will serve for three additional years.

2. When a vacancy occurs, the newly appointed member will serve during the unexpired term of the member he replaces.
3. A person who has served a term as a member is ineligible for reappointment until one year has elapsed following the expiration of his term.
4. All members chosen to replace members who have completed regular terms will be appointed for three-year terms.

D. Consultants
   1. A member of the administrative staff and the instructional staff will be appointed to meet regularly with the Council.
   2. A member of the Board of Education will be elected to meet regularly with the Council.
   3. Outside consultants will be utilized as needed. Outside consultants will be approved by the Council, Board of Education, and administrative staff prior to initial consultation.

II. Operation of the Council

A. The Council will organize itself, determine its meeting times, select its officers and subcommittees, make its rules and formulate its program and meeting agendas provided such do not conflict with the operational guidelines set forth herein.

B. The Board of Education will submit to the Council the current policies of the school system and any proposals for the revision of these policies.

C. The Board will react, orally and in writing, to any proposals submitted by the Council.

D. Annual meetings of the Board and the Council will be held. Additional joint meetings will be scheduled when mutually desired.

E. The Council is urged to appoint subcommittees as needed. Some of these may be continuing committees; some may be temporary committees to deal with special problems. Subcommittees may include members of the Council, other lay citizens, members of the school staff, and students. A member of the school staff may, with the approval of the

Superintendent of Schools, request the Council to name a special subcommittee to deal with problems in his field of work.

F. The Council or any of its subcommittees may request information and counsel from the Superintendent of Schools or from any employee of the Board of Education on matters clearly related to the problems on which the subcommittees are working.

G. Minutes of the meetings of the Council will be sent to the members of the Board of Education and to the members of the administrative, teaching, and nonprofessional staffs.

H. The school will provide the Council and its subcommittees with the consulting and clerical services that are desirable and feasible. An appropriation of $_____ will be made for the use of the Council in providing consultants, making studies, preparing and publishing reports, and for other items the Council deems appropriate.

I. Publicity regarding the work of the Council and reports of the Council or its subcommittees will be released only after approval by the Board of Education or its authorized agent.

J. The Council will obtain approval on all proposed studies prior to inception by the Board of Education or its authorized agent.

K. The Council as a group, or members representing the Council, will never recommend, support, or campaign for or against candidates for election to the Board of Education; take action regarding the employment, dismissal, promotion, or transfer of individual school employees; or encroach upon the prerogative of the administrative, instructional, or noninstructional staffs.

III. Review of Procedures

A. The preceding operational guidelines will be reviewed annually by the Council with the before-mentioned consultants. Recommendations for change will be conveyed to the Board of Education for perusal and action.

APPENDIX III, SAMPLE BYLAWS

I. Officers

The officers will consist of a chairman, vice chairman and a secretary. These officers will be elected annually by the Council. These officers will together constitute an Executive Committee.

II. Subcommittees

A. Affiliated and subcommittees may be established and discharged by a majority of the Council.

B. Subcommittees may be ad hoc or continuous in nature depending on the subject of concern.

C. Each subcommittee shall elect its own chairman and secretary.

D. The subject or field of activity will be specified by the Council.

E. The subcommittee may be of any size appropriate to its function. Membership may consist of students, lay citizens, and school employees. One member of the subcommittee shall also be a member of the Council.

F. A consultant from the school system shall be appointed by the school administration at the request of the Council to meet regularly with the subcommittee. Special consultants may be enlisted pending approval by the Council.

G. Subcommittees shall report regularly to the Council.

III. Program

A. The Council will plan and operate under an annual program and agenda of the year's meetings. Plans, topics, and goals will be included in the program.

B. A program for each ensuing year will be discussed during the _____(month) meeting each year.

C. Proposals by the members will be considered by the Executive Committee, who will formulate a proposed annual program to be presented to the Council during the _____ (month) meeting for its action.

IV. Meetings

A. The annual program will indicate the regular meetings to be held each year.

B. At least nine meetings will be held each year.

C. Special meetings may be called, or regular meetings may be cancelled, by a majority vote of the Council or by action of the Executive Committee.

D. The Executive Committee, in consultation with the School Superintendent, will be responsible for planning the agenda of individual meetings.

E. Each meeting will begin at the announced time and will continue for no more than two hours.

F. Discussion leading toward a consensus of the members will be the prevailing procedure in Council meetings. Parliamentary procedure will be used when a decision of the Council is to be recorded or transmitted.

V. Responsibilities of Members

A. Each member is expected to attend meetings regularly, participate in Council discussions, and serve on affiliated and subcommittees when requested to serve.

B. Each member is expected to study carefully any problem which comes before the Council before committing himself to a final conclusion.

C. Each member is expected to respect the rights of fellow Council members by not reporting or discussing the opinions of other members outside the Council. The opinions and conclusions of the Council as a whole may be discussed.

VI. Loss of Membership

Members who fail to attend three consecutive meetings automatically lose their membership unless they present reasons for their absences acceptable to the Council.

VII. Use of Consultants

The Council recognizes the need of additional knowledge and assistance and will make extensive use of regular and special consultants from within and without the local school.

APPENDIX IV, SAMPLE SELECTION COMMITTEE RESOLUTION

The Board of Education of _____ hereby authorizes the establishment of a Selection Committee to develop a slate of prospective Citizens Advisory Council members for approval by the Board. Action of the Selection Committee will be in accord with the designated Operational Guidelines. (See Appendix II.)

The Board Secretary is instructed to contact the following _____ (number) people to explain the purposes of the Council and the Selection Committee, to solicit their service on the Selection Committee, to receive their individual responses, and to invite their presence at the next Board of Education meeting to receive more extensive instructions.

The people requested to serve on the Selection Committee are _____, _____ and _____. The latter will be representing the school system.

APPENDIX V, SAMPLE SELECTION MATRIX

SELECTION MATRIX Candidate / Characteristics	Sex		Age					Parents		School age children	Preschool age children	Education				Geographic				Ethnic		Occup.						Religion		
	Male	Female	13 - 18	18 - 21	21 - 35	35 - 55	55+	Parents	Nonparents			0 - 8	8 - 12	12 - 16	16+	East	West	North	South	Black	White	Other	Laborer	Blue collar	White collar	Housewife	Professional	Jewish	Catholic	Protestant
Sam Jones	x						x	x		No		x					x			x		x								x

APPENDIX VI, SAMPLE CANDIDATE INFORMATION FORM

NAME _____

ADDRESS _____

_____ Zip _____

Telephone No. _____

Occupation or title _____ _____

Occupational functions _____

Educational level _____ Age___ Married___ Children (age)___

Degree of interest (low) 1 2 3 4 5 (high) (Circle one)

Comments:

Interviewer _____ Date _____

APPENDIX VII, SAMPLE MEMBER APPOINTMENT LETTER

Dear _____

The Board of Education of _____ Schools is pleased to inform you of your three-year appointment to the school's Citizens Advisory Council. We wish to thank you for your indication of your willingness to serve on this Council.

The ultimate objective of the Citizens Advisory Council is to improve and expand the educational opportunities for all who live in our community. Your active interest, attendance, and participation in the Council's annual program of work will be influential in helping to make our community a better place in which to live and work.

We realize your time is valuable. We as board members who are also contributing our time and efforts find that there is insufficient time to do all the things that are necessary in a dynamic and progressive school system. Thus, we ask your advice and assistance as a Citizens Advisory Council in helping to involve and solidify the community in a mutually satisfactory block of united school support.

Your first meeting as a member of the Citizens Advisory Council is scheduled for _____ at ____ p.m. at the _____ (meeting place). This meeting will be an informal social meeting of the Citizens Advisory Council, Board of Education, School's administrative staff, and other new members such as yourself. Your spouse is also cordially invited to attend. At this meeting, the Council will present an annual report of the year's activities of the Council, recommendations will be made for next year's activities, new members will be introduced, and retiring members will be recognized. A "get-acquainted" social time will follow.

Thank you again for your interest in the school.

Sincerely yours,

Board of Education, Secretary

APPENDIX VIII,
CONSIDERATIONS FOR ANNUAL SELF-EVALUATION

I. Accomplishments

A. Contributed to the improvement of school policies
Specific contributions. _____

B. Contributed to the improvement of the school program
Specific contributions. _____

C. Completed studies related to the school situation
Studies completed. _____

D. Contributed to better communication between school and community. Examples. _____

II. Council Morale and Relationships

A. Number of meetings held during year _____

B. Average attendance at meetings _____%

C. Members have acquired increased confidence in and liking for each other? (yes or no) _____

D. Percentage of meetings attended by board representative _____%

E. Percentage of meetings attended by representative of administration _____%

F. Percentage of meetings attended by teachers' representative _____%

G. Number of joint meetings with board _____

H. Number of subcommittees used during year _____

I. Total number of persons included as members of subcommittees _____

J. Name or purpose of each subcommittee
_____

K. Number of persons involved in ground work other than as members of the Council and subcommittees (as consultants, resource persons, etc.). _____

1. Number of these from the school staff _____

2. Number from the community but not from the school staff _____

3. Number from outside the community _____
Examples. _____
_____

L. Number of contributions to community meetings _____

1. Meetings of PTA units _____

2. Other meetings _____
Examples. _____
_____

M. Assistance in disseminating information about school policies _____
Examples. _____
_____

N. Interest in the committee has increased or decreased during the year _____

1. Interest of the members of the citizens advisory council _____

2. Interest of the members of subcommittees _____

3. Interest of the members of the board _____

4. Interest of the administrators _____

5. Interest of the teachers _____

6. Interest of community organizations _____

7. Interest of the public _____

O. Members of Council have shared during the year with members of citizens councils in other communities in the discussion of common problems _____

III. Council Operation

A. Council has kept in its proper field? (yes or no) _____

B. Officers have functioned well? (yes or no) _____
Examples. _____
_____

C. There was a satisfactory annual program? (yes or no) _____

D. Meetings were well planned? (yes or no) _____

E. The discussions at meetings were well conducted and fruitful? There was general participation in the discussions? (yes or no) _____
Examples of especially good or poor discussions.
_____
_____

F. Subcommittees were well inducted into their responsibilities and given help with their assignments? (yes or no) _____

G. The progress reports and final reports of sub-committees were given adequate consideration? (yes or no) _____

H. There was occasional appraisals of the work of the Council leading to its improvement? (yes or no) _____

I. Published aids were used? (yes or no) _____

J. Magazines, journals, books, and other published aids were used by the Council or individual members? (yes or no) _____
List. _____
_____

K. Consultants from outside the community were used? (yes or no) _____
Names and contributions. _____
_____

L. A library on schools and education was available to the Council and improved during the year? (yes or no) _____
Indicate how it was improved and how its use

was improved. _____
_____
_____
_____

M. Policies and procedures for the Council were reviewed by the Council and the Board during the year? (yes or no) _____
Revisions made. _____
_____

N. Council rules were reviewed during the year? (yes or no) _____
Revisions made. _____
_____

SELECTED REFERENCES FOR FURTHER READING

The following publications have been listed because of their clarity, conciseness, and appropriateness to a citizens advisory council. An attempt has been made to include the complete address and current price of each item in the hope that many may become part of a school's permanent library for advisory groups. An attempt has also been made to include reference publications pertaining to specific citizens advisory council functions such as use of consultants, survey conduction, evaluations, public relations, communications, and others.

Axford, R. W. (Ed.). *College Community Consultation.* DeKalb, Illinois: Enlightenment Press, Northern Illinois University, 1967, 33 pages.

Burt, S. M. *The Volunteer in Vocational Education.* Upjohn Institute for Employment Research, 300 South Westnedge Avenue, Kalamazoo, Michigan 49007, free in single copies, 1969, 12 pages.

Hamlin, H. M. What is Evaluation? *American Vocational Journal,* 1967, 42 (5), pp. 19-22.

Henderson, J. T. *Program Planning with Surveys in Occupational Education.* Washington, D.C.: American Association of Junior Colleges, 1 DuPont Circle, N.W., 20036, 1970, 26 pages, $2.00.

Hofstrand, R. K. Why Have an Advisory Council? *Illinois Teacher,* 1971, 14 (4), pp. 193-196.

Illinois Board of Vocational Education and Rehabilitation. *Advisory Committees.* Springfield: Division of Vocational and Technical Education, 405 Centennial Building, free of charge, 10 pages.

King, S. W. *Organization and Effective Use of Advisory Committees.* Washington, D.C.: U.S. Government Printing Office, Vocational Division Bulletin, No. 288, 1968, 75 pages.

National Study of Secondary Evaluation. *Evaluation Criteria.* Washington, D.C., 1960.

Phipps, L. J., Hofstrand, R. K., and Shipley, W. E. *Citizens Advisory Councils in Education—A Course of Study.* Urbana, Illinois: Rurban Educational Development Laboratory, 358 Education Building, University of Illinois 61801, 276 pages, $1.50.

Shipley, W. E. Suggestions for Organizing Advisory Councils. *Illinois Teacher,* 1971, 14(4), pp. 197-199.

Sumption, M. R. *How to Conduct a Citizens School Survey.* New York: Prentice-Hall, 1952, 209 pages.